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ABSTRACT

A 1991 study conducted by the Ohio Legislative Office of Education Oversight examined the Career Education program funded through the Ohio Department of Education. During the 2 years studied, the Career Education program was funded for $11.5 million in 60 local programs serving 365 school districts in grades K-12. (Career education is not a course or curriculum; it is a set of principles that are to be infused into all courses and curricula.) The study sought to determine whether the principles of career education were more effectively taught in districts that received funding than in districts that did not. To evaluate the program's effectiveness, eight surveys were designed and field tested to students, graduates, parents, teachers, and employers. The researchers also gathered information on the history of the program, attended conferences of leaders in the Career Education program, and reviewed newsletters from a variety of schools and districts that described special events and teacher training programs. The surveys found no statistically significant difference between funded and unfunded districts. Of several hundred studies conducted on this topic, less than 50 percent found career education to show a difference in the lives of the students at whom it is directed. The study recommended that the Ohio Legislature delete Career Education funding from the state budget. Future funding of only $500,000 should be used by the Ohio Department of Education to fund a small central office to diffuse career education principles, disseminate materials, and conduct conferences. (Survey documents are included in appendixes to the report.) (KC)

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LEGISLATIVE OFFICE OF EDUCATION OVERSIGHT
COLUMBUS, OHIO
APRIL 1991

CAREER EDUCATION

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VERN RIFFE CENTER - 77 S. HIGH ST.
COLUMBUS, OHIO 43266

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Paul Marshall

PROJECT DIRECTOR

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RESEARCH STAFF

James D. Kent
Lindsey L. Ladd
Anne V. Skaggs
M. Christy Tull

LEGISLATIVE OFFICE OF EDUCATION OVERSIGHT
Columbus, Ohio

April 1991

CAREER EDUCATION

RR-91-02

EXECUTIVE SUMMARY

CAREER EDUCATION

This Research Report of the Legislative Office of Education Oversight (LOEO) examines the Career Education program funded through the Ohio Department of Education (ODE). It is a report of the LOEO to the Legislative Committee on Education Oversight. ***Conclusions and recommendations in this report are those of the LOEO staff and do not necessarily reflect the views of the committee or any of its members.***

ODE received $11.5 million from the General Revenue Fund in the current biennium for the Career Education program. The funds are distributed to 60 local programs serving 365 school districts, which are to use the money for the incorporation of certain principles in their K-12 curriculum.

LOEO's research was designed to discover whether these principles are more effectively taught in districts that receive funding than in districts that do not. The research could not find a noticeable difference between funded and unfunded districts.

To evaluate the program's effectiveness, we designed and field tested eight surveys to administer to students, graduates, parents, teachers, and employers. LOEO gathered information on the history and implementation of the program, and attended several meetings and conferences of leaders in the Career Education program. We also reviewed newsletters from a variety of schools and districts which explained special events and teacher training programs.

CHAPTER II - THE CAREER EDUCATION PROGRAM

Career Education is not a course or curriculum; it is a set of principles that are to be infused into all courses and curricula. Career Education funds may support activities related to: self-esteem; the importance of having a job and doing it well; the relevance of school to one's future; making good career and life decisions; and education as a life-long process. These are all important aspects of individual development, and many other states and countries have similar programs emphasizing such concepts.

Each local program is required to match 15 percent of its state funds. There used to be federal appropriations for these activities. However, the only federal money which has been channeled to Career Education since 1978 is a portion of Ohio's funds from a federal vocational education act.

There is a state-level Career Education supervisor and there are 60 local Career Education coordinators. Each individual teacher in the funded schools is allowed to decide whether to use the materials and services provided by the district coordinator. It is not mandated that teachers implement these concepts or follow the directives of the Career Education program.

The definition of Career Education is broad. ODE defines it as, "The process by which one learns the skills necessary to lead a self-satisfying and productive life; in the school, in the work and in society." The fact that the program is designed to reach all students in K-12 in the funded districts, yet is operated from the ODE Division of Vocational and Career Education, causes some confusion as well.

CHAPTER III - FINDINGS

The surveys conducted by LOEO found no statistically significant difference between funded and the unfunded districts. Of several hundred studies conducted on this same topic, less than 50 percent found Career Education to show a difference in the lives of the students at whom it is directed.

CHAPTER IV - RECOMMENDATIONS

LOEO's research revealed that state funds for Career Education do not make a noticeable difference in meeting the program's stated goals. Since the unfunded districts appear to be performing at essentially the same level as those which receive state funds, there seems to be no need for state funding to support Career Education coordinators or other specific activities in 60 funded programs.

The materials and concepts which are shared and explained at state and regional conferences may help to achieve the goals of Career Education. Since these principles are important, and since the materials and periodic conferences seem to be valuable resources, the state should continue to play a role in fostering the infusion of these principles into the curriculum.

LOEO recommends:

* The General Assembly delete the Career Education line item from the state budget. Future funding should be channeled through the Ohio Department of Education's general administrative allotment. The amount should be decreased from the current $11.5 million per biennium to $500,000. This amount should be used to pay for the salary of a central program coordinator at ODE and an assistant, in addition to funding materials and several annual conferences. This technical assistance should be available to all Ohio schools.

* The Superintendent of Public Instruction at ODE should move the Career Education staff from the Division of Vocational and Career Education to the Division of Elementary and Secondary Education, which deals with broad curriculum matters. This should help the program's goals to be more fully recognized and achieved.

* Career Education principles should be infused into the methods classes required for teacher certification. Teachers should receive regular reminders and inservice activities on how to incorporate Career Education into their lesson plans.

* The Superintendent of Public Instruction at ODE should ensure that there is regular contact between the state Career Education coordinator and other units within ODE, including:

    * The Division of Teacher Education and Certification, which supervises preservice activities;
    * The Division of Inservice Education;
    * The Division of Educational Services, which oversees guidance and counseling;
    * The Division of Vocational and Career Education; and
    * The Division of Special Education.

TABLE OF CONTENTS

I - INTRODUCTION 1
PROGRAM OVERVIEW 1
SCOPE AND METHODS 2
Questionnaires 2
Districts visited 3
Individuals surveyed 3

II - THE CAREER EDUCATION PROGRAM 5
PROGRAM PRINCIPLES 5
Developmental Areas 5
Program functions 7
Special concerns 7
PROGRAM OPERATIONS 7
Activities 8
Ohio Career Information System 9
Evaluation 9
PROGRAM FUNDING 9
State funding 10
Federal funding 10
Use of funds 11
OTHER STATES AND NATIONS 12
Responsibility for the program 13

III - FINDINGS 15
ADMINISTRATIVE ISSUES 15
Organization within ODE 15
Similarity to other programs 16
Evaluation system 17
EFFECTIVENESS 18
Possible explanations 19
Additional evidence 20

IV - RECOMMENDATIONS 22

APPENDICES
APPENDIX A . . . . . A-I
APPENDIX B . . . . . A-III
APPENDIX C . . . . . A-XXII
APPENDIX D . . . . . A-XXIII

CHAPTER I

INTRODUCTION

The Legislative Office of Education Oversight (LOEO) serves as staff to the Legislative Committee on Education Oversight. Created by the Ohio General Assembly in 1989, the Office conducts studies of education-related activities funded wholly or in part by the state of Ohio. This report concerns the Career Education program, its implementation, and its effectiveness in the schools where it is funded.

This is a report of LOEO to the Legislative Committee on Education Oversight. ***Conclusions and recommendations in this report are those of the LOEO staff and do not necessarily reflect the views of the Committee or any of it members.***

PROGRAM OVERVIEW

Several states, as well as other countries, have "Career Education" curricula or programs to help students understand the relevance of coursework to their careers after secondary school, and to prepare them for making decisions about their careers and their lives.

Ohio's Career Education program is called "Career Development" in the state budget. For the 1990-91 biennium, the General Assembly appropriated $11.5 million for the program.

According to the Ohio Department of Education (ODE), this program reaches 1.2 million students, or 68 percent of those in Ohio's public elementary and secondary schools.

Career Education is defined by ODE as, "The process by which one learns the skills necessary to lead a self-satisfying and productive life; in the school, in the work and in society."

Career Education is not a course or curriculum. It is a set of principles and concepts that are supposed to be infused into all other courses and curricula. The program's goals, or "Learner Outcomes," involve teaching students general skills and attitudes to make them successful in life and work. Career Education funds may support activities related to:

* Self-esteem;
* The importance of having a job and doing it well;
* The relevance of school to one's future;
* Making good career and life decisions; and
* Education as a lifelong process.

Career Education coordinators, in individual school districts or groups of districts, operate Career Education programs under the direction of the supervisor at ODE. Coordinators provide Career Education materials and information to classroom teachers who decide how to incorporate the principles into their lessons.

As of the 1990-91 school year, the 60 local programs that receive state funds serve 365 of Ohio's 612 school districts. A single program may, and frequently does, serve more than one school district. The Career Education programs are often administered through Vocational Education Planning Districts (VEPDs). VEPDs are districts created by ODE to standardize planning and reporting for vocational education.

Each Career Education program receives an amount from the state's General Revenue Fund equal to approximately $5.00 per pupil enrolled in the participating districts. No new programs have been added since 1985. The supervisor of Career Education at ODE told us that the program is being modified in response to vocational education provisions in Senate Bill 140 of the 118th General Assembly.

SCOPE AND METHODS

This study was intended to determine whether funded districts were more effective than unfunded districts in producing Career Education's "Learner Outcomes." To conduct this study, LOEO gathered information on the history and the implementation of the program, and attended several meetings and conferences of leaders in the Career Education field. We also reviewed newsletters from a variety of schools and districts which explained special events and teacher training programs. Additional detail on our research methods is in Appendix A.

Questionnaires

To evaluate program effectiveness, LOEO designed and field tested eight surveys to administer to students, graduates, parents, teachers, and employers. The survey questions focused on the program's stated objectives. For example, one of the Learner

Outcomes for kindergarten through the twelfth grade is to "Appreciate all levels and types of work in our society." To measure the effectiveness of Career Education in terms of this Learner Outcome, we asked elementary school students and parents if one of the things that the children learn about in school was, "The different jobs that people can have."

By surveying employers, LOEO intended to measure the following two learner outcomes: "Foster appropriate work habits and attitudes," and "Develop appropriate career attitudes and employability and work-adjustment skills."

We asked junior high and high school parents if their children had an understanding of the options available to them after high school. We also asked junior high and high school students to list several options they could choose after high school, and to list some pros and cons of at least one of those options. These questions targeted both the previously mentioned Learner Outcome, as well as the Career Education objective of encouraging consideration of options when planning a career or further education.

Copies of all questionnaires and descriptions of scoring methods are in Appendices A and B.

Districts visited

We selected 13 geographically and demographically diverse school districts in the state for 26 site visits. Since all of Ohio's major city districts are in funded programs, we visited one with high unemployment and one with low unemployment for the purpose of comparing their approaches to Career Education. The other eleven districts represent three demographic categories (rural, suburban, and smaller cities) and are located throughout the state.

Although no new programs have received funding since 1985, some districts implement the Career Education program without state money. There are 17 such programs on a waiting list for funds. We visited six funded, four unfunded, and three districts on the waiting list for funds.

Individuals surveyed

In each district, we visited an elementary school and either a high school or a middle or junior high school. At each elementary school, LOEO surveyed five randomly selected elementary teachers and one fourth grade class selected by the principal. We also obtained a list of eight parents of current students for tele-

phone surveys. At each secondary school, LOEO surveyed five randomly selected students and five randomly selected teachers, and obtained lists of eight names of parents of current students and eight names of graduates from 1989 or 1990 for telephone surveys. At each secondary school we also inquired about the nearest specific fast food restaurant employing students from that district high school for our employer survey.

We always asked for randomly selected names of graduates and parents, but principals or other staff at every school selected the names, so we do not know whether they were chosen randomly. We contacted these individuals by telephone from our office and asked the survey questions in Appendix B.

Our response rates for telephone surveys were: 69 percent of the high school graduates, 80 percent of the high school students' parents, and 88 percent of the elementary students' parents.

Details of our site visits and methods are in Appendix A.

LOEO appreciates the assistance of the Ohio Department of Education in the preparation of this report. We also thank the individuals in the school districts who cooperated with us in our site visits and interviews. As is our policy, we promised them anonymity.

CHAPTER II

THE CAREER EDUCATION PROGRAM

As noted earlier, Career Education is not a separate course, but rather principles and activities that are incorporated into the regular kindergarten through twelfth grade curriculum. It is intended to help students make informed decisions about careers and career preparation throughout life.

PROGRAM PRINCIPLES

No standard or separate curriculum guide exists for the program. Instead, four components combine with 15 Learner Outcomes to guide the program. These elements are printed on a poster that is distributed with other materials to funded districts. Exhibit II-1 shows the section of the poster which displays the Learner Outcomes and the grade levels at which they are to be emphasized.

Developmental Areas

Another dimension of Ohio's program is represented by seven "developmental areas," each with its own statement of goals. Each Career Education activity taking place in a funded program is required to be directed toward at least one of these seven areas. Career Education literature describes these areas as follows:

AREA	DESCRIPTION
SELF	Developing a positive self concept and an awareness of individual interests, aptitudes and abilities, feelings, attitudes and values.
INDIVIDUAL & ENVIRONMENT	Understanding the individual's role with regard to physical and social environments.
ECONOMICS	Becoming aware of the individual's role as a consumer, a producer, and a citizen, and understanding our economic system.
WORLD OF WORK	Understanding the scope and nature of work and occupations.
EDUCATION & TRAINING	Recognizing that learning is a lifelong process and that there is a direct relationship between education and fulfillment of career goals.
EMPLOYABILITY & WORK ADJUSTMENT SKILLS	Understanding and acquiring the behaviors and attitudes necessary for obtaining and successfully maintaining employment.
DECISION MAKING	Developing the skills necessary for rational decision making.

EXHIBIT II-1

THE FOUR COMPONENTS AND LEARNER OUTCOMES

The four components described at the right address the learner outcomes with differing degrees of sophistication to help students. Students will

CAREER MOTIVATION (K-6)

Career Motivation develops pride in accomplishments, varied interests, awareness of the dignity of work, and sense of self-worth and positive attitude towards task completion.

CAREER ORIENTATION (7-8)

Career Orientation emphasizes the wide range of occupations available, various worker characteristics, the relevancy of school subjects to the occupational area, and self-evaluation in light of measured interests, aptitudes and abilities.

CAREER EXPLORATION (9-10)

Career Exploration introduces in-depth studies of occupations of the student's choice, actual work experiences, value and interest clarification with a heavy emphasis on decision making.

CAREER PREPARATION (11-12)

Career Preparation provides students the opportunity to prepare for immediate employment or post-secondary education through vocational education or pre-professional training.

1. Become aware of and develop positive attitudes about themselves and their relationships with others
2. Appreciate all levels and types of work in our society
3. Develop an awareness that work is a way of life and a necessary element in the free-enterprise system
4. Foster appropriate work habits and attitudes
5. Develop necessary decision-making skills
6. Understand their importance as individuals in our technological society and be motivated to participate as productive members of society
7. Evaluate their interests, aptitudes, and abilities
8. Understand the relationship between formal education and occupational requirements
9. Become aware of the scope and nature of the world of work
10. Tentatively plan a sequence of courses for grades 9-12 consistent with their career interests and aptitudes
11. Develop appropriate career attitudes and employability and work-adjustment skills
12. Make better selections of courses of study for their junior and senior years in high school
13. Explore a variety of occupational areas
14. Participate in planned activities for continued career exploration and career decision-making
15. Understand the value and the applications of guidance and of preparing up-to-date information for the transition from high school to post-secondary education, training, and/or employment.

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Program functions

In addition, Career Education identifies seven "core functions" or services which are also expected to be performed by the local programs. Each participating program must show, through annual reports and other documentation which goes to the ODE, that these seven core functions are being accomplished:

SEVEN CORE FUNCTIONS		
Career Assessment	Career Information	Staff Development
Community Involvement	Curriculum	Career-Related Materials
Coordination of Staff and Activities		

Special concerns

Career Education requires that program proposals address the following "special concerns":

* Sex-role stereotyping and sex bias;
* The needs of special populations including women, talented and gifted, and limited-English-speaking students;
* Development of linkages with guidance counselors;
* Initiation of cooperative programs with Vocational Education Planning District (VEPD) job placement staff; and
* Opportunities to provide participating district staff and students with information and activities designed to increase their awareness of major societal trends.

PROGRAM OPERATIONS

Career Education principles and concepts are supposed to be infused into the regular curriculum. There are no Career Education teachers as such. Incorporation of these ideas into the curriculum is not mandated or required even in funded districts; individual teachers must take the initiative to implement this program.

Each of the 60 state-funded Career Education programs has a Career Education coordinator. In most cases, this individual is a full-time Career Education employee in charge of administration who oversees activities in several schools or several districts. In seven cases, the person is a teacher or a guidance counselor who assumes Career Education as an additional responsibility. The coordinator is to assure the availability and the provision of

supplies and services, and to organize events that meet the standards of the Career Education model as represented by the developmental areas, the components and learner outcomes, and the core functions.

The statewide Career Education supervisor, who works in ODE's Division of Vocational and Career Education, administers the program from the state level, with the help of one administrative assistant. Other staff members in the Division of Vocational and Career Education are occasionally involved with the Career Education program due to common interests.

Activities

A number of materials are available to interested teachers at all levels in funded districts. Most of these are provided by the district Career Education coordinators. Some districts have distribution methods to share their Career Education resources.

One of Ohio's Career Education products which seemed popular with the elementary school teachers at the conferences we attended was a packet of lesson plan ideas. These are suggestions on creative ways of incorporating the concepts of careers and responsibilities into daily or weekly lesson plans. They coincide with the time of year and with what the students may already be doing at that point in school.

For example, during October, the elementary teachers might involve students in cutting pumpkin shapes out of construction paper, talking about the farmers who grow pumpkins, and studying what other occupations would be involved in planting, growing, harvesting, and marketing pumpkins.

Such aids are available to teachers in districts funded through Career Education. It is the responsibility of the Career Education coordinator in each local program to ensure that materials and other services are available to classroom teachers.

Each of the 60 programs must submit an annual report to ODE every spring, along with a proposal for the next three school years. ODE's Career Education unit compiles an annual composite of what different programs around the state are doing, including a booklet of "Outstanding Achievements" submitted by the funded local programs. Funded Career Education programs also complete and submit the Division of Vocational and Career Education's budget and financial forms for each academic year.

Ohio Career Information System

Also associated with Career Education at ODE is the Ohio Career Information System (OCIS), a computer system for which schools pay a user fee to be connected to the central system. The system provides information on the labor market in the United States and on various colleges and universities.

Although OCIS is frequently mentioned as a tool for Career Education, it does not have any official association with the state-funded Career Education program, except that some funded schools use a portion of their Career Education money to pay the OCIS user fees. We were told that the monthly user fee for OCIS ranges from slightly less than $100 to nearly $200. Schools are not permitted to use Career Education money to purchase the hardware for OCIS.

Evaluation

Career Education conducts a fairly extensive self-assessment process using the PRIDE (Program Review for Improvement, Development and Expansion) process, developed for vocational education programs. This takes place in each of the 60 operating programs (serving 365 school districts) every five years. The purpose of the process is to determine whether procedural requirements are being met and to make recommendations for improvements. Due to the low budget for Career Education, as explained by one district coordinator, it is recommended that improvement suggestions made during the PRIDE process not involve increased spending.

The five-year terms for PRIDE studies are staggered, so that different programs are evaluated each year, and coordinators can assist in a PRIDE review at another district the year before their own districts participate. The PRIDE evaluations of the Division of Vocational and Career Education measure process and compliance, not the effects of the program. A sample page from a PRIDE handbook is in Appendix C.

PROGRAM FUNDING

Career Education activities received varying degrees of federal funds and support from 1970 until 1978. The federal law provided that federal funding for Career Education would gradually be eliminated, with each state deciding whether and how to fund its continuation. The federal law was permissive; it funded states that were already practicing Career Education.

Career Education has received appropriations from the state's General Revenue Fund since 1970. The 1990-91 biennial appropriation is $11.5 million. A 15 percent local match is also required by the state in each funded program.

State funding

State support for Career Education began in Ohio with a series of pilot projects funded by the General Assembly. Individual districts or groups of districts had to submit grant proposals or applications to ODE to receive Career Education funding. Funds were then awarded on the basis of the quality of the applications.

In 1984, ODE reportedly eliminated the policy of judging the quality of each proposal. Instead, programs were to be funded in the order in which their proposals were submitted. However, no new programs have been funded since 1985. The General Assembly has not appropriated any additional funds for Career Development since that year, and ODE has not reallocated this money to serve any more districts. Although no new programs have been added since 1985, the ODE's Budget Information Document for the 1990-91 biennium states, "The growth in Career Education in Ohio is significant."

In 1985 the Career Education funding formula was revised, and each local program has since received an allotment equal to about $5.00 for each K-12 student in participating districts. ODE estimates that it would cost $10.5 million annually (183 percent of the appropriation for the 1990-91 biennium) to expand the program statewide. ODE officials claim that current levels of funding are sufficient only for the 60 existing programs, serving 68 percent of the students.

Federal funding

The only federal money channeled to Career Education since 1978 is a portion of Ohio's share of funds under a 1984 amendment to the Carl D. Perkins Vocational Education Act, which was originally enacted in 1963. This amendment allocates money to prevent sex bias in education and career choices. Originally, approximately 45 percent of this money could be retained at the state level for discretionary programs. A portion of the money retained at the state level in Ohio was used to fund Career Education. The remainder was passed on to the local school districts.

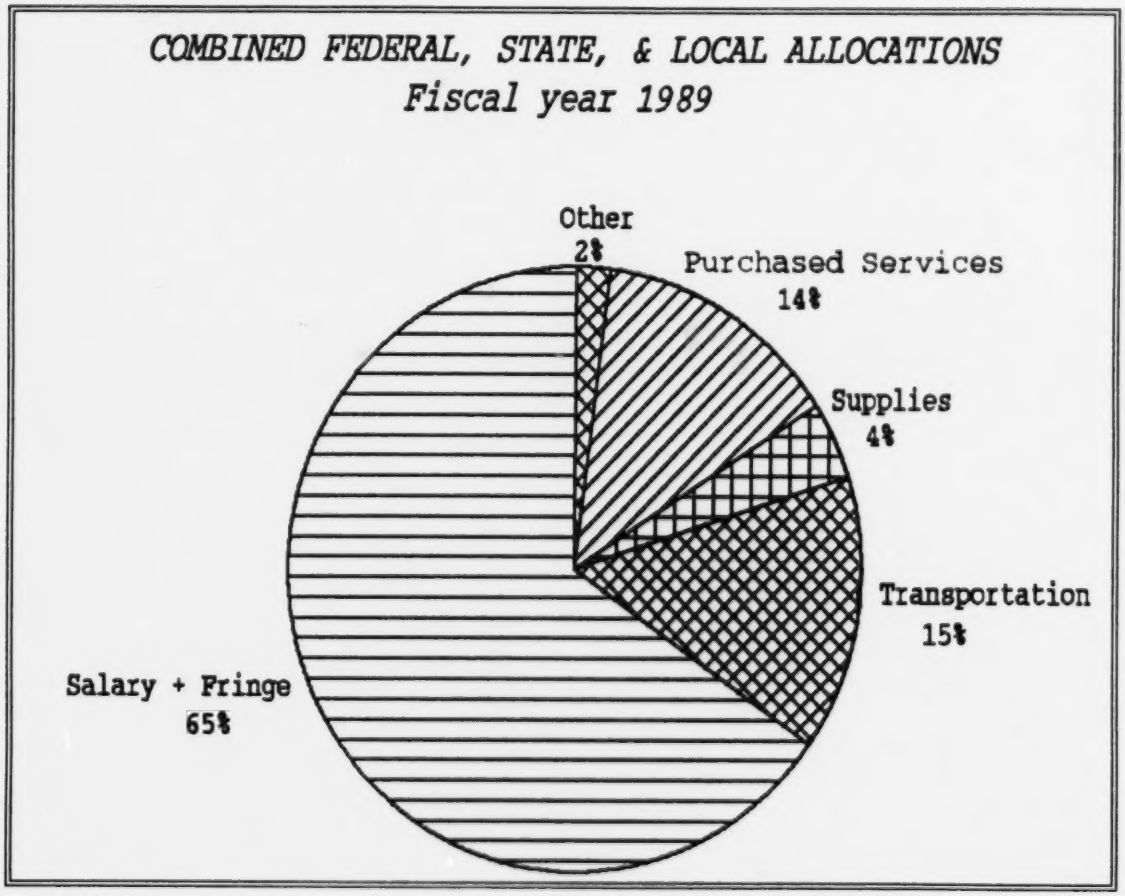
With recent changes in allocation, however, an estimated 75 percent will be distributed through a formula to local districts, and 25 percent of the money will remain within ODE's Division of Vocational and Career Education. It is unclear whether ODE will

allocate any portion of its 25 percent of the Perkins Act allocation to Career Education. Furthermore, each school district will decide how to allocate the funds which will be directed to it.

Use of funds

Salaries and benefits make up 65 percent of the reported spending of the Career Education funds; supplies account for 15 percent of the money. Fourteen percent goes toward purchased services, usually consultants for in-service training activities. Exhibit II-2 shows the FY 1989 allocation from state, local, and federal funds for Career Education.

EXHIBIT II-2



OTHER STATES AND NATIONS

Several other states and foreign countries incorporate basic Career Education principles into their public education curricula in various ways. In many states and countries, the program's emphasis is more clearly focused on workforce participation than it is in Ohio. Often, these programs operate more heavily in secondary schools. Ohio's Career Education program definition is more expansive. It includes objectives related to self-image and other attributes less directly vocational in nature, and is supposed to be integrated throughout grades K-12.

We found evidence of significant activities similar to Career Education in:

Florida, which shares Ohio's broad definition and K-12 scope, and which also receives a state appropriation;

Michigan, which mandates Career Education for K-12 students and is cited by many experts as having a well-developed approach to lifelong learning, does not fund it with a line item in the state budget;

Missouri, where the state employment service places a counselor at each vocational-technical high school;

Arizona, which focuses upon career development and placement of students and former students between 16 and 21 years of age;

Lowell, Massachusetts, where students at a magnet school spend half a day in class and half a day applying their lessons in a simulated economy within the school;

Canada, which has been very active in trying to ease the transition from adolescence to adulthood;

Japan, where programs are being developed jointly by the Ministry of Education and the Ministry of Work; and

Brazil, whose central government has urged an emphasis on teaching about work and employment.

According to one expert in the field, an organization called the National Career Education Leaders' Communication Network has members in 45 states and several foreign nations.

Responsibility for the program

LOEO found that some other states do not require funding for Career Education. Missouri, for example, eliminated formally scheduled and organized Career Education activities in the schools when the federal money was no longer available in the middle 1970s. A member of the vocational education staff explained that the state still channels vocational education money toward projects of this nature, but there is not a specific appropriation in the state budget for Career Education for K-12.

Arizona's local schools do not receive state funds for Career Education. The Department of Education pays the salary of one full-time employee to help districts implement the program. The Arizona department also funds some Career Education instructional materials and projects.

Illinois identifies Career Education as one of the components evaluated by state department personnel. However, Illinois does not mandate nor fund these concepts.

Michigan mandates Career Education activities in the K-12 curriculum, but there is no line item in the budget for the program in that state, either. There is one director of the program in the Department of Education's Division of Elementary and Secondary Education.

Massachusetts, which has the previously mentioned magnet school, does not have a state appropriation for any Career Education activities.

The original federal program envisioned turning Career Education over to individual states that were interested in continuing it. Dr. Kenneth B. Hoyt, the administrator of the federal program before its elimination, recommends this same process--passing the funding responsibility and choice to local districts.

Hoyt, now a Distinguished Professor at Kansas State University and a long-time national leader in Career Education, told LOEO, "In principle, Career Education should operate entirely on local funds." He said that the state's responsibility is to provide direction and finance pilot projects, and eventually turn the program completely over to local school districts.

(He later wrote us that, in his opinion, the history of education indicates a minimum of 30 years is needed for proposed changes to occur in education. Given its current state of

development, Hoyt says, Career Education in Ohio still needs state funds so that the results of prior funding are not lost.)

Professor Joseph Quaranta, a noted Career Education leader in Ohio and now a professor in the College of Education at Ohio State University, told LOEO, "Career Education is a grassroots program," emphasizing that the strength lies in the schools where all of this activity takes place.

(He later wrote to us and noted that since local schools currently do not have funds to support this program, the legislature should continue or increase its appropriation.)

CHAPTER III

FINDINGS

The personnel who work in Career Education appear to be strong and enthusiastic supporters of the program and its effects. Dr. Kenneth Hoyt, commissioner of the federal program until its elimination and the "Father of Career Education" to many in the field, praises Ohio's efforts. He told LOEO that he believes that Ohio is among the top states in these activities.

LOEO staff learned about the program through interviews, site visits, and attending conferences and meetings. This chapter describes the findings of the study in terms of two areas: the administration of Career Education and the program's effectiveness in terms of its learner outcomes.

ADMINISTRATIVE ISSUES

Several elements of the Career Education program's organization and administration caused us to question its effectiveness and efficiency. These included the program's location within the vocational and career education division of ODE, its similarity to other programs, and the evaluation system for Career Education.

Organization within ODE

LOEO found that organizing Career Education within the vocational and career education division at ODE impairs the program's effectiveness in some schools. Because Career Education is to be infused into all aspects of Ohio's public education in districts which receive state funding, it seems inappropriate that the unit would be organized within vocational education at ODE. Career Education principles are also supposed to reach students served by the divisions of Elementary and Secondary Education and Special Education.

LOEO learned during one site visit that many people in the district thought that because the district Career Education coordinator was a member of the district vocational education staff, she was primarily encouraging students to pursue vocational education. Due to this misinterpretation of her role, district officials said that her services were not fully used. The district eventually eliminated the program. This confusion about the role of the Career Education coordinator was not an isolated case.

The state of Florida's Career Education division, which receives substantial state funding and support, was also a part of the vocational education division at one time. It was separated from that division, however, to avoid confusion and to make it a separate program which would appeal to all teachers and students. Arizona reports experiencing similar confusion and misinterpretations of its Career Education program, which is organized within the vocational education division. Some legislators in Ohio also confuse Career Education with vocational education, probably due to its organization within that division. This was one of the reasons LOEO was requested to evaluate this program.

Michigan mandates Career Education activities in the public schools for K-12 students; the director of activities is under the Department of Education's Division of Elementary and Secondary Education.

Similarity to other programs

LOEO also found confusion about the program because some Career Education activities and objectives are similar or identical to those of other programs. For example, one activity highlighted in ODE's 1988-89 collection of Outstanding Career Education Achievements was a College Day. This was an event for 250 high school seniors from three high schools. It consisted of 30-minute presentations on application procedures and general information from various colleges and universities. This type of activity also takes place regularly in high schools whose districts do not receive Career Education funds from the state.

In addition, organization of this type of event would not be an uncommon duty for guidance counselors. Among duties required of guidance counselors in all K-12 public schools in Ohio are providing "systematic aid to pupils regarding educational, career, civic, personal and social concerns. . . . Appraisal, counseling, educational and career planning. . ." (Ohio Administrative Code, 3301-35-03[H]). The College Day event could fall under the educational planning responsibility.

Another activity from the collection of Outstanding Achievements from the 1989-90 school year is the Gingerbread Man Unit, designed primarily for kindergarten students. The activity's intended outcomes as listed on the report submitted to ODE, were to familiarize students with areas of the building, to acquaint students with various staff members at school (such as the principal, secretary, and nurse) and to promote a positive attitude toward school through the use of a familiar story.

None of these outcomes is listed in the Learner Outcomes or in any of the other lists of objectives of Career Education. In fact, becoming familiar with the school seems necessary to any new student at any school. The activity may have been creative and useful, but it is not clear that it is appropriate as a Career Education activity, or that it would not occur without Career Education funding.

Other "Outstanding Achievements" included a Career Day for elementary students with learning disabilities, during which students from across one county gathered for a meeting. They learned about various careers and career choices. High school students with learning disabilities and various community leaders from the county spoke to the children.

Another example is the "Enhanced Mock Interview" using personnel managers from the community. This was for 11th and 12th grade students to prepare for job interviews. It involved preparation beforehand and follow-up activities and conversation afterward. However, these activities could occur in districts which do not receive Career Education funds from the state. There is not the same documentation of such activities because unfunded districts are not required by ODE to submit the paperwork.

The Superintendent of Public Instruction at ODE says Career Education programs are significantly involved in school-business partnerships. However, a department official who works closely with school business partnerships said that nearly all Ohio school districts participate in such activities, whether or not the district receives Career Education funding.

Evaluation system

ODE does not have a tool for measuring whether Career Education activities make a difference in the school districts which receive Career Education money from the state. The PRIDE evaluations used by Career Education are useful for determining compliance with required or recommended processes in Career Education. However, these reports do not measure the program's effects on students.

EFFECTIVENESS

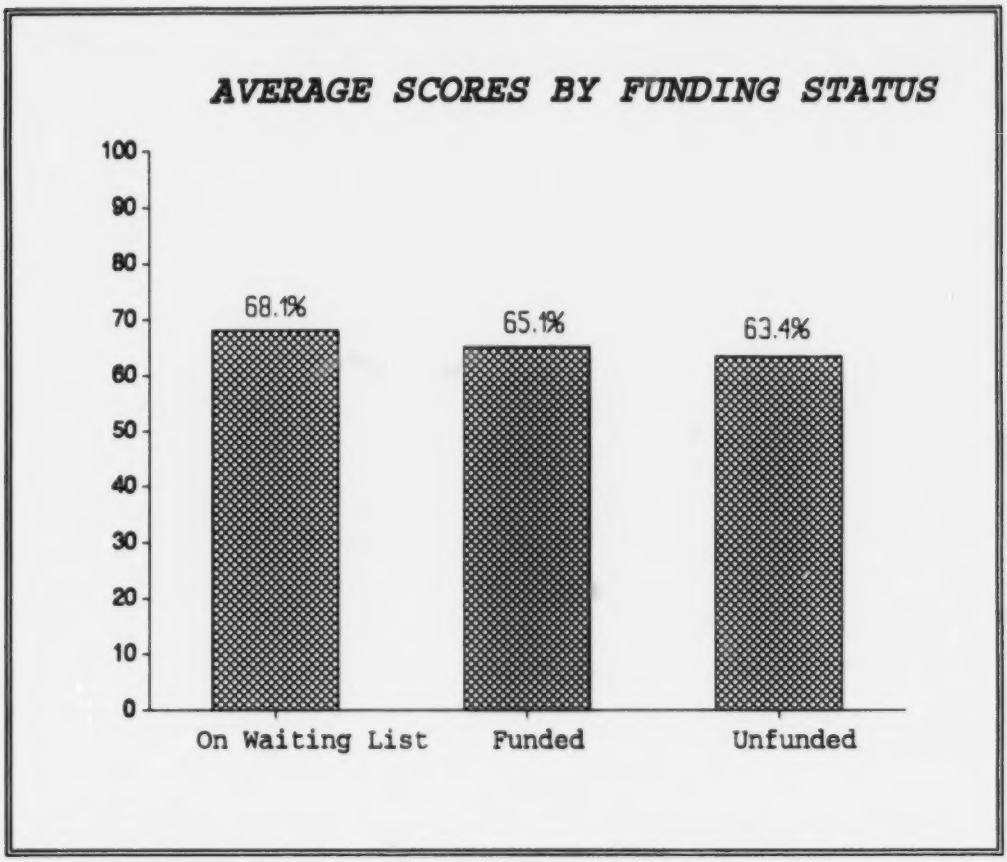
To determine whether state funding for Career Education has been important in encouraging the integration of career awareness principles into elementary and secondary classrooms, LOEO administered questionnaires to students, teachers, parents, employers, and graduates in the 13 districts visited. Details of our methods and copies of the questionnaires are found in Appendices A and B, respectively.

From these questionnaires, we compiled scores representing each district's success at incorporating Career Education principles into their students' classroom experiences. Scores were expressed as percentages. Thus, a respondent's score might show that the person had given Career Education-positive answers on 65 percent of the items the person had answered. A district's score might show that respondents from that district had given positive answers on 71 percent of the items they had answered.

If the content of the program and its funding make a difference, it would be expected that funded districts would score the highest on these questions, followed by those implementing the program while on the waiting list for funds, followed by those who had not sought funding.

Instead, the difference between funded and unfunded districts was not statistically significant, and districts on the waiting list scored the highest. In other words, no difference between funded and unfunded districts was evident from 728 respondents to LOEO surveys in 13 districts. Respondents included 162 people from three districts on the waiting list, 344 people from six funded districts, and 222 people from four unfunded districts.

AVERAGE SCORES BY DISTRICT FUNDING STATUS	
Districts on waiting list	68.1%
Unfunded districts	65.1%
Unfunded districts	63.4%



Appendix D shows the average scores by individual respondent type, by district, and by demographic category.

Possible explanations

Several explanations are possible for the lack of difference. First, the Career Education program may be poorly designed or implemented. We did not find evidence of this.

Second, Career Education may be successful, and the unfunded schools may have access to the materials and ideas from the funded programs. During our site visits, we found that there is communication among districts. The ODE program supervisor said that because of the sharing of ideas, it would be difficult to evaluate the success or the effectiveness of Career Education by comparing funded and unfunded schools. This would be a more likely explanation if programs on the waiting list for funds had not had higher scores than the others. It is improbable that districts on

the waiting list receive better communication about Career Education principles than districts receiving funds.

A third possibility is that "teachers do not have to buy into" this program, according to the program supervisor at ODE. Even though a district receives funds, teachers are not required to include the ideas or materials in their classroom activities. Teachers in a funded district may not be doing anything more than those in a district which is not part of a funded program.

A fourth possible reason the scores of the funded and the unfunded districts are essentially equal is the idea noted by several people we met during our site visits: "Good teachers do this anyway." If such teachers happen to work in a funded school, they have additional resources to do what they already believe they should do. Even if they are not in a funded school, they are still working at making coursework and required classroom activities relevant to what the students will do outside of school. The high scores in the waiting list districts show that it is possible to do this without state funding.

A fifth possible reason for the lack of difference has to do with teacher training in career education. Hoyt told LOEO that Career Education principles should be incorporated into the preservice methods classes required of certified teachers in Ohio. LOEO did not examine those classes, so it is possible that all Ohio-trained teachers are already being trained to teach Career Education principles.

Quaranta also mentioned this to LOEO. He described attempts to include Career Education in teacher education in 1974. He and other leaders in this field traveled to 51 colleges of education and introduced these concepts. They worked with teachers in the field and directed them on how to infuse career education principles into their classroom activities. LOEO did not investigate preservice teacher training in Career Education. Such courses might explain the lack of difference between funded and unfunded districts.

Additional evidence

LOEO's research is not the only evidence that Career Education funds may not be achieving the desired effects. In 1986, ODE retained a consultant from Western Michigan University to evaluate Career Education. The consultant identified some Ohio studies from the early and middle 1970s showing that students in funded districts learned more about career preparation than those in unfunded districts.

However, the consultant also identified more than 40 other studies of the effectiveness of Career Education. Fully half of these studies showed either no significant difference or a very small difference between Career Education participants and nonparticipants.

A 1990 research report on the effects of Career Education was commissioned by a local program to determine whether Career Education had an effect on high school dropout rates. The study showed "no significant correlation between district level dropout rates and Career Education."

CHAPTER IV

RECOMMENDATIONS

LOEO's research revealed that state funds for Career Education do not make a noticeable difference in meeting the program's stated goals. Since the unfunded districts appear to be performing at essentially the same level as those which receive state funds, there seems to be no need for state funding to support Career Education coordinators or other specific activities in 60 funded programs.

The materials and concepts which are shared and explained at state and regional conferences may help to achieve the goals of Career Education. Since these principles are important, and since the materials and periodic conferences seem to be valuable resources, the state should continue to play a role in fostering the infusion of these principles into the curriculum.

LOEO recommends:

* **The General Assembly delete the Career Education line item from the state budget. Future funding should be channeled through the Ohio Department of Education's general administrative allotment. The amount should be decreased from the current $11.5 million per biennium to $500,000. This amount should be used to pay for the salary of a central program coordinator at ODE and an assistant, in addition to funding materials and several annual conferences. This technical assistance should be available to all Ohio schools.**

* **The Superintendent of Public Instruction at ODE should move the Career Education staff from the Division of Vocational and Career Education to the Division of Elementary and Secondary Education, which deals with broad curriculum matters. This should help the program's goals to be more fully recognized and achieved.**

* **Career Education principles should be infused into the methods classes required for teacher certification. Teachers should receive regular reminders and inservice activities on how to incorporate Career Education into their lesson plans.**

* **The Superintendent of Public Instruction at ODE should ensure that there is regular contact between the state Career Education coordinator and other units within ODE, including:**

  * **The Division of Teacher Education and Certification, which supervises preservice activities;**
  * **The Division of Inservice Education;**
  * **The Division of Educational Services, which oversees guidance and counseling;**
  * **The Division of Vocational and Career Education; and**
  * **The Division of Special Education.**

APPENDICES

APPENDIX A

Surveys and Scoring Methods

Surveys were designed to measure whether respondents had been exposed to or benefited from Career Education principles. The basic strategy of the surveys was to determine whether there were different responses between funded and unfunded districts by pupils, teachers, parents, high school graduates, and employers of current high school students.

Career Education principles included in survey items were drawn from the program's descriptions of which activities are appropriate for each age group of students; and of the benefits students, parents, and employers should realize from the program's presence in a school or district.

For each survey item, we identified answers that would indicate effective exposure to Career Education principles. Each respondent's score on the survey was the number of those answers divided by the number of survey items the respondent has answered. Each district's score was the total of respondents' scores divided by the number of respondents.

Districts and schools

We visited 26 schools in 13 districts. We selected the districts to represent four demographic categories, and to represent funded districts, unfunded districts, and districts on the waiting list for funds. All of the major cities in Ohio are funded.

In each district, we asked district officials to identify the elementary school and the secondary (middle, junior high, or high school) that were geographically closest together.

Respondents

For each district, we planned to survey: all members of a fourth grade class; five elementary teachers; five secondary (middle, junior high, or high school) teachers; five secondary students; eight parents of elementary students; eight parents of secondary students; eight recent graduates of a high school; and the manager, assistant manager, or person designated by the manager or assistant manager of a nearby business, after confirming that the business had high school students working there.

Most respondents were not selected at random. The fourth grade class, all parents, and all graduates were selected for us by school officials. We usually selected secondary students and all teachers at random, but sometimes school officials selected them for us. The employer to be surveyed was identified by inquiring at the local high school for the nearest location of a specific national franchise which employed students of that school. If that specific chain did not have a nearby location, we surveyed another nearby business.

Student, teacher, and employer surveys were conducted in person; parent and graduate surveys were conducted by telephone.

During the site visits, LOEO did not mention Career Education. The surveys conducted in person did not have the words "Career Education" printed on them. Because these principles are to be infused into regular classroom activities, we asked questions which were directed toward these principles without assigning any label to them. LOEO believed that this would be the most accurate representation of whether the concepts were a part of the curriculum.

One school, from the waiting list for funds, gave us names of graduates from 1977, and parents whose children were no longer in school. For this reason, we did not include that district in the analyses involving those graduates and parents. However, we did determine that including or excluding its results did not alter the direction or the statistical significance of our key findings.

Scoring

Most survey questions had possible scores of 1 or 0. A response was scored if it showed exposure to, understanding of, or benefit from a Career Education principle; otherwise the response was scored 0. A few items had possible scores higher than 1, if there was a range of possible positive answers or if some scale was expressed or implied in the question.

In adjusting for nonresponses (blanks, which could only occur on the teacher surveys administered during the site visits), we deducted from the score's denominator the full value of any unanswered item. Elementary students were the only respondents whose survey instrument did not allow nonresponses.

Individual survey instruments and their scoring instructions follow in Appendix B.

APPENDIX B

INDEX OF SURVEYS

High School Graduate Survey . . . . . A-IV

High School or Junior High Parent Survey . . . . . A-VI

Elementary Parent Survey . . . . . A-VIII

Employer Survey . . . . . A-X

Teacher Survey for Elementary School . . . . . A-XII

Teacher Survey for Junior High/High School . . . . . A-XV

Elementary School Student Survey . . . . . A-XVIII

High School/Junior High Student Surveys . . . . . A-XX

High School Graduate Survey

School: _____

Parents' phone number: _____

Graduate's phone number _____

School contact: _____

1. What are you doing now? (Work, school, on-the-job-training...)

Do you enjoy it?

2. Besides what you are doing now, what other options did you consider when you graduated from high school?

3. What helped you decide what choice to make?

Interviewer Survey Scoring Instructions

High School Graduate Survey

1. Do not score the first item. This question was simply an introduction to the survey.

2. For the second item, a Yes response is worth one point, since it implies a satisfactory post-secondary choice, one of the goals of Career Education. No or any neutral response is worth 0 points. Neutral responses might include, "It's okay for now," or "I am in it for the money."

3. For the third item, each option up to three is worth one point each. Career Education is supposed to encourage consideration of options.

4. For the last item on the survey, if school is mentioned the respondent receives one point. If they do not mention school, no points are given. If the respondent mentions a guidance counselor, a teacher, a program, or even a poster they saw at school, it constitutes a mention of school.

High School or Junior High Parent Survey

School: _____

Student: _____

Parent: _____

Parent phone number: _____

School contact: _____

1. Does your child have an understanding of the options available to him or her after high school?

2. Does your child ever talk about which option(s) he or she is interested in?

3. Does your child seem to understand what is necessary or required to reach the possibilities in which he or she is interested?

4. Does your child get some help at school regarding this decision? Please explain.

Interviewer Survey Scoring Instructions

High School or Junior High Parent Survey

1. For the first item, a Yes response is worth one point, and a No or neutral response is worth 0 points.

2. The second item is not scored.

3. For the third item, a Yes or anything affirmative is worth one point. A No response, or anything neutral, is worth 0 points.

4. For the fourth item, a No response, or anything negative about the guidance at school (For example, "The school encourages my son to go to college, but he really is not interested...") is worth 0 points. A Yes or anything positive is worth 1 point. If the parent mentions Career Education, or some component of the program or something that sounds similar to Career Education, the respondent receives 2 points.

Elementary Parent Survey

School: _____

Student: _____

Parent: _____

Parent phone number: _____

Name of contact at school _____

Please tell me whether or not your child learns about the following topics at school:

___What the child wants to do when he or she becomes an adult.

___How to make decisions carefully.

___It is important to complete your work.

___How people earn and spend money.

___The different jobs that people can have.

___How to cooperate with other students.

Have you been informed of any special events taking place at school which relate to your child's self-esteem?

___to your child's understanding of work as away of life and the different types of work?

___to good work habits and attitudes?

___to decision-making skills?

What, if any, impression did these events make on your child?

Is there anything else you would like to add?

Interviewer Survey Scoring Instructions

Elementary Parent Survey

1. For the first section of the survey, the respondent receives one point for each Yes answer, and 0 for No or Don't know.

2. For the second section, respondents receive 0 points for a No and 1 point for each Yes.

3. On the last item on this survey, if the answer is anything similar to "No impression," or "None that I knew of," or anything of this nature, the respondent receives 0 points. If the answer is anything similar to "Okay," or "I guess it made a favorable impression," the respondent receives 1 point. If the response is anything outstanding or overwhelmingly positive, the survey question receives 2 points.

Employer Survey

Name of Franchise: _____

Respondent's name & position:_____

1. Do you employ students or recent graduates of _____ (name of school) High School?

2. In general, how would you describe the work habits of these people?

3. What would you say are the strongest points about these students?

4. Please describe the attitudes of these students toward work.

5. If you had the opportunity, would you hire most of these students again?

6. Is there anything else you would like to add?

Interviewer Survey Scoring Instructions

Employer Survey

1. Do not score the first item.

2. For the second item, anything suggesting the students are better than average is scored as 1 point. Anything less is worth 0 points.

3. For the third item, the respondent is given 1 point for each positive point mentioned. Up to 3 points are possible.

4. For the fourth item, anything better than average is worth 1 point. Anything less is worth 0 points.

5. For the fifth item, a Yes is worth one point. No is worth 0 points.

Teacher Survey for Elementary School

_____

(name of school)

Please tell us how often each of the following topics are taught, emphasized or otherwise incorporated into the curriculum in the classes you teach. Use the following numbers to answer the questions.

1-Less than three times per year.

2-At least three times per year, but less than once a month.

3-At least once a month, but less than twice a week.

4-At least twice a week.

___Emphasizing, teaching positive self-esteem.

___Students' roles in their home.

___Students' roles at school.

___How people earn and spend money.

__The importance of completing a task once you start it.

___The different jobs that people can have.

___What types of training or education are needed for these various jobs.

___How to cooperate with other students.

1. Is there a separate or identifiable budget for supplies relating to the topics listed above, or for activities which incorporate such topics into the classroom?

2. If not, or if not all things are covered in the budget, how are additional supplies paid for?

3. Have you been to any inservice activities in the last couple of years for which the focus was the incorporation of these topics? Did the school pay for the inservice? If not, how were expense covered? (A grant, personal money, etc...)

4. Are there ever any specific events (specially scheduled speaker, field trips, etc...) relating to the topics on the list?

5. If so, how often would you say that such events take place?

1 Less than three times per year.

2 At least three times per year, but less than once a month.

3 At least once a month, but less than twice a week.

4 At least twice a week.

6. Does your building principal or any other administrator ever play a role in planning such events? Do they ever attend?

7. Do parents ever play a role in planning such events? Do they ever attend?

8. Do area employers or business representatives play any part in planning and implementing special events? Do they ever attend? Please explain.

9. Is there anything else you would like to add?

Interviewer Survey Scoring Instructions

Teacher Survey for Elementary School

Elementary School Teachers

1. For the first page, each item is worth the number assigned by the respondent.

2. On the second page, do not score the responses to the first two questions.

3. For the third item, score only the first question. A Yes response is worth 1 point, and a No is worth 0 points.

4. For the fourth question, a Yes response is worth 1 point, and a No is worth 0 points. If item four is a 0, then item 5 will be a 0 also.

5. For the fifth question, score the number circled on the questionnaire.

6. For items six, seven and eight a Yes is worth 1 point, and a No is worth 0 points. Anything similar to "I don't know," or "Not that I'm aware of," is regarded as a Yes. Each of these three is regarded as two separate questions, and each receives two scores.

Teacher Survey for Junior High/High School

_____

(name of school)

Please tell us about how often each of the following topics are taught, emphasized, or otherwise incorporated into the curriculum in the classes you teach. Use the following numbers to answer these questions:

1- Less than three times per year.

2-At least three times per year, but less than once a month.

3-At least once per month, but less than twice per week.

4-At least twice per week.

___Helping students recognize their own interests.

___Helping students recognize their own aptitudes.

___Emphasizing, teaching positive self-esteem.

___Students' roles in the community and what they can contribute to the world around them.

___What the students might do to earn money now, what they might do to earn money in 5 or 10 years.

___How the students spend money, and how they might spend money at various points in the future.

___Skills needed to work successfully in teams.

___The options available to a student after high school.

___The process of changing occupations or careers.

1. Is there a separate or identifiable budget for supplies relating to the topics listed above, or for activities which incorporate such topics into the classroom?

2. If not, or if not all things are covered in the budget, how are additional supplies paid for?

3. Have you been to any inservice activities in the last couple of years for which the focus was the incorporation of these topics? Did the school pay for the inservice? If not, how were expense covered? (grant, personal funds, etc...) Was it useful?

4. Are there ever any specific events (job fairs, field trips, etc,) relating to the topics on the list?

5. If so, how often would you say that such events take place?

1-Less than three times per year.

2-At least three times per year, but less than once a month.

3-At least once per month, but less than twice per week.

4-At least twice a week.

6. Does you building principal or any other administrator ever play a role in planning such events? Ever attend such events?

7. Do parents ever play a role in planning such events? Do they ever attend?

8. Do area employers or business representatives play any part in planning and implementing special events? Do they ever attend?

9. Is there anything else you would like to add?

Interviewer Survey Scoring Instructions

Teacher Survey for Junior High/High School

1. For the first page, each item is worth the number assigned by the respondent.

2. On the second page, do not score the responses to the first two questions.

3. For the third item, score only the first question. A Yes response is worth one point, and No is worth 0 points.

4. For the fourth question, a Yes response is worth 1 point, and a No is worth 0 points. If item four is a 0, then item five will be a 0 also.

5. For the fifth item, score the number circled on the questionnaire.

6. For items six, seven, and eight a Yes is worth 1 point, and a No is worth 0 points. Responses such as "I don't know," or "Not that I'm aware of" are scored as a Yes. Each of these three is regarded as two separate questions and each receives two scores.

Elementary School Student Survey

The Elementary School Student Survey was administered by one LOEO staff person at each elementary school district which we visited. The surveys were distributed and the students were instructed to circle the sentences which were "things that they learn about in school." The LOEO staff person read the survey sentences aloud, and paused in between so that students could think about each item.

ELEMENTARY SCHOOL STUDENT SURVEY

_____

(name of school)

1. It is important to complete your work.

2. How to make decisions carefully.

3. How people earn and spend money.

4. The different jobs that people cab have.

5. How to cooperate with other students.

6. What to do when you become an adult.

Interviewer Survey Scoring Instructions

Elementary School Student Survey

Elementary School Student Survey

Each circle is worth 1 point.

Items left blank are scored as 0.

High School/Junior High Student Surveys

_____

(name of school)

1. Tell me several options which you could choose after high school.

2. Tell me several pros and cons of at least one of those options.

3. What is helping you decide which of these options seems most appealing?

4. Do you work for someone now?

4a. What do you do?

4b. Where?

5. Do you like or dislike your job?

5a. Why?

6. If you had to go out and get a (new) job tomorrow, why should an employer hire you?

7. Is there anything else you would like to add?

Interviewer Survey Scoring Instructions

High School/Junior High Student Survey

1. For the first item, the respondent receives one point for each option up to three. One of the goals of Career Education is to encourage consideration of options.

2. For item two, each pro up to three is worth one point. Each con up to three is worth one point. Another goal of Career Education is to assure that students have an understanding of the options available to them, and this would include understanding positive and negative points about each option.

3. For item three, if anything at all was mentioned about school, such as teachers, counselors, a class or a special event, it is scored as 1. If nothing to do with school is mentioned, the answer is scored as 0.

4. Items four and five are not scored.

5. For item six, the respondents receive 1 point for every reason up to three. One of the goals of Career Education is to improve upon students' self-esteem.

APPENDIX C

(Sample Page from PRIDE handbook)

CAREER

F. Core Function: Curriculum

	5	4	3	2	1	COMMITTEE AVERAGE
30. All areas of the curriculum in grades K-12 include career education objectives and activities.						
31. Educators have access to exemplary education curriculum materials that demonstrate the integration of the seven developmental areas into the curriculum.						
32. The career education staff help infuse career education concepts and activities by providing						
a. Consultant for curricular committees						
b. Inservice training						
c. Current labor market information						
33. Educators are providing students in grades K-6 with varied activities, both infused into the daily lesson plans and added as enrichment, in the areas of						
a. Self						
b. Individual and Environment						
c. Economics						
d. Decision Making						
e. World of Work						
f. Education and Training						
g. Employability and Work Adjustment						
34. Educators are providing students in grades 7-12 with varied activities, both infused into the daily lesson plans and added as enrichment, in the areas of						
a. Self						
b. Individual and Environment						
c. Economics						
d. Decision Making						
e. World of Work						
f. Education and Training						
g. Employability and Work Adjustment						

APPENDIX D

AVERAGE SCORES BY DEMOGRAPHIC GROUP

Large cities	67.16
Others	68.26
Rural (small city)	61.13
Suburban	67.91

AVERAGE SCORE BY RESPONDENT TYPE

Elementary student	72.28
Elementary school parent	68.96
Elementary school teacher	73.40
High school student	57.75
High school parent	59.42
High school teacher	67.01
Graduate	34.39
Employers	66.67

AVERAGE SCORE BY DISTRICT

DISTRICT	SCORE	DEMOGRAPHIC GROUP	FUNDING GROUP
District A	65.50	Suburb	Unfunded
District B	64.35	Suburb	Unfunded
District C	78.85	Small City	Funded
District D	69.74	City	Funded
District E	65.10	Small City	Waiting List
District F	67.28	Small City	Unfunded
District G	57.66	Rural	Unfunded
District H	67.63	Rural	Waiting List
District I	59.99	Rural	Funded
District J	72.63	Rural	Waiting List
District K	72.94	Suburb	Funded
District L	51.66	Rural	Funded
District M	64.67	City	Funded